

Message Text

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TO USDEL SECRETARY IMMEDIATE

S E C R E T STATE 309684 TOSEC 130020

FOR SECRETARY AND ATHERTON

FOL RPT AMMAN 9739 SENT ACTION SECSTATE INFO DOD DTD 29 DEC 7

QUOTE: S E C R E T AMMAN 9739

STATE FOR NESA/NEA, DOD FOR ISA

E.O. 11652: XGDS-1

TAGS: MASS, JO, PGOV, US, XF

SUBJECT: JORDANIAN REQUEST FOR MILITARY ASSISTANCE

SUMMARY: DURING MEETING ON 12 DEC 77, KING HUSSEIN PRESENTED SECRETARY WITH A DOCUMENT LISTING JORDAN ARMED FORCES (JAF) MILITARY EQUIPMENT NEEDS, AND MADE A PERSONAL REQUEST FOR EXPEDITED DELIVERY OF THIS EQUIPMENT. KING'S REQUEST IS BASED ON INCREASED TENSIONS IN MIDDLE EAST; WE THINK HIS CONCERNS ARE JUSTIFIED. WE HAVE LOOKED AT HIS LIST OF NEEDS WHICH FALL INTO THREE GENERAL CATEGORIES (1) ARTILLERY (2) ANTI-TANK DEFENSE, AND (3) AIR DEFENSE. DECISIONS ASSOCIATED WITH THESE ARE BASICALLY (1) RELEASE OF NEW EQUIPMENT (2) EARLY

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DELIVERY OF CRITICAL ITEMS, AND (3) POSSIBLE REQUIREMENT FOR INCREASED FUNDING IN FY-79. OUR RECOMMENDATIONS ARE FOR CONSIDERATION OF JORDANIAN PRIORITY ON ANY RELEASE OF THE REDEYE FROM US FORCES AND THE AH-1S (COBRA) HELICOPTER, A SERIOUS EFFORT TO SEE WHAT CAN BE DONE TO ACCELERATE DELIVERY OF CERTAIN ARTILLERY ITEMS, AND POSSIBLE REVISION OF THE FY-79 FUNDING LEVEL. END SUMMARY

1. ALTHOUGH THERE IS LITTLE NEW IN THE REQUEST, WE

BELIEVE ITS PRESENTATION AT THIS TIME AND AT THIS LEVEL REFLECTS JORDAN'S INCREASING CONCERN ABOUT THE STATE OF ITS RELATIONS WITH ITS ARAB NEIGHBORS, IRAQ AND SYRIA. JORDAN'S WORRY COMES IN THE CONTEXT OF THE TENSION IN THE MIDDLE EAST OVER THE ON-GOING EGYPTIAN-ISRAELI TALKS, AND WITH PREPARATIONS FOR A POSSIBLE GENEVA CONFERENCE. JORDAN IS PARTICULARLY APPREHENSIVE ABOUT WHAT IT PERCEIVES AS A BUILDUP OF IRAQI MILITARY STRENGTH TO PERHAPS AS MANY AS 12 ARMY DIVISIONS, PLUS MODERN AIRCRAFT IN SUBSTANTIAL NUMBERS FROM THE SOVIET UNION AND FRANCE.

2. IN GENERAL, THE KING'S LIST (BY POUCH TO STATE AND DEFENSE) IS PART OF A REASONABLY WELL CONCEIVED AND GRADUAL 1976 - 80 FIVE YEAR MODERNIZATION PROGRAM FOR THE JORDAN ARMED FORCES (JAF). JORDAN REALIZES THAT IT CANNOT HOPE TO MATCH ANY OF ITS NEIGHBORS IN THE SIZE OF ITS ARMED FORCES OR QUANTITIES OF EQUIPMENT. IT HAS, IN FACT, RECENTLY (1976) REDUCED THE NUMBER OF ITS COMBAT DIVISIONS FROM FIVE TO FOUR. WHAT IT WANTS TO DO NOW, WITH THE LEAST POSSIBLE DELAY, IS TO ENSURE THAT JORDAN ARMED FORCES UNITS IN-BEING, BOTH ARMY AND AIR FORCE, ARE FULLY EQUIPPED WITH MODERN EQUIPMENT, PREFERABLY U.S., SO THAT JORDAN CAN HAVE A CREDIBLE DEFENSE THAT WOULD MAKE ANY POTENTIAL ARAB AGGRESSOR PAUSE TO THINK AGAIN BEFORE ATTACKING. TO DO THIS, JORDAN WANTS TO CORRECT

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ITS MILITARY EQUIPMENT LACUNAE IN THREE PRIMARY AREAS, (1) ARTILLERY, (2) ANTI-TANK DEFENSE, AND (3) AIR DEFENSE. JORDAN'S APPRAISAL OF ITS WEAKNESSES AGREES IN PRINCIPLE WITH OUR OWN.

3. ALMOST ALL OF THE ITEMS ON THE KING'S LIST HAVE BEEN DISCUSSED PREVIOUSLY WITH JORDAN DURING THE ANNUAL JMC MEETINGS OR ON OTHER OCCASIONS. IN SOME INSTANCES, DELIVERY DATES OF EQUIPMENT HAVE ALREADY BEEN EXPEDITED. IN OTHERS, THE USG HAS EXPLAINED TO JORDAN WHY WE WERE UNABLE TO HELP, E.G., OUR OWN FORCES TAKE PRIORITY, OR LONG PRODUCTION LEAD-TIMES MAKE EARLIER DELIVERY VERY DIFFICULT. RIGHT NOW WE SEE THE KING'S REQUEST AS REQUIRING US DECISIONS IN THREE PRINCIPAL AREAS (1) RELEASE OF NEW EQUIPMENT, (2) EARLY DELIVERY OF CRITICAL ITEMS, AND (3) POSSIBLE REQUIREMENT FOR INCREASED FUNDING IN FY-79.

4. WITH THE FOREGOING AS BACKGROUND, I THINK THERE ARE CERTAIN STEPS WE CAN TAKE TO RESPOND POSITIVELY TO THE KING'S REQUEST FOR ASSISTANCE. INDEED, THE SECRETARY INDICATED WE WOULD TAKE A POSITIVE LOOK AT THE KING'S NEEDS AND ASKED THE EMBASSY TO REVIEW THESE AND SUBMIT ITS RECOMMENDATIONS. IN LIGHT OF CURRENT DEVELOPMENTS IN THE MIDDLE EAST SITUATION, I BELIEVE IT WOULD BE HELPFUL IF THE US WERE TO REASSURE KING HUSSEIN OF ITS SUPPORT FOR HIS DIFFICULT POSITION BY BEING

AS FORTHCOMING AS POSSIBLE IN THIS MATTER. I FULLY UNDERSTAND THAT IN SOME CASES WE CANNOT BE OF MORE ASSISTANCE TO JORDAN THAN WE ALREADY HAVE BEEN. HOWEVER, MOST OF THE THINGS I PROPOSE WOULD BE PROCEDURAL OR PSYCHOLOGICAL IN NATURE AND SHOULD NOT UNDULY DISTURB US MILITARY PRIORITIES FOR THE ACQUISITION OF EQUIPMENT FOR OUR OWN ARMED FORCES. THE FOLLOWING ARE POSITIVE ACTIONS I BELIEVE MIGHT BE TAKEN WITH MINIMUM DISTURBANCE TO US ARMS ACQUISITION PRIORITIES:

A. GENERAL:

AUTHORIZE DOD TO PROCEED NOW WITH PREPARING LOAS FOR THOSE

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ITEMS OF EQUIPMENT AND SERVICES BEING PROGRAMMED BY JORDAN UNDER THE FY-77 AND 78 FMS PROGRAMS, IN ADVANCE OF FINAL SIGNATURE OF SAUDI GUARANTEE. THIS WOULD BE AT MINIMAL COST TO THE USG AND WOULD ENABLE JORDAN TO GET INTO THE PRODUCTION STREAM EARLY, THEREBY ASSURING EARLIER DELIVERY. JORDAN EXPECTS TO HAVE SAUDI GUARANTEES FOR THIS CREDIT VERY SHORTLY AND WE BELIEVE PREPARATION OF LOAS SHOULD BEGIN NOW, RATHER THAN WAITING FOR A GUARANTEE SIGNATURE. NO LOA'S WOULD BE CONSUMED UNTIL SAUDI SIGNATURE OF COURSE.

B. RELEASE OF CERTAIN ITEMS OF EQUIPMENT:

(1) INFORM JORDAN THAT WE UNDERSTAND ITS EXPRESSED NEED FOR ADDITIONAL INDIVIDUAL ANTI-AIR WEAPONS. ASSURE GOJ THAT AT SUCH TIME AS REDEYES ARE RELEASED BY U.S. ACTIVE FORCES WE AGREE IN PRINCIPLE TO PROVIDE A SIGNIFICANT NUMBER (WE SUGGEST 400) OF THE 1,631 ASKED FOR, ON A BASIS WHICH WILL GIVE JORDAN PRIORITY. WE UNDERSTAND, BUT ARE NOT SURE, THAT THE REDEYE WILL EVENTUALLY BE PHASED OUT OF THE U.S. ACTIVE ARMY AND PERHAPS TRANSFERRED TO THE NATIONAL GUARD.

(2) NOTIFY THE US CONGRESS THAT THE USG PROPOSES TO SELL TO JORDAN SOME 24 AH-1S COBRA/TOW HELICOPTERS, PLUS SUPPORT EQUIPMENT. SPARE PARTS, AND ARMAMENTS, 9 OF THE HELICOPTERS TO BE PURCHASED WITH FY-77 FMS CREDIT AND ANOTHER 9 WITH FY-78 FMS CREDIT. YOU ARE A BETTER JUDGE THAN WE OF THE POLITICAL CLIMATE IN CONGRESS AND ELSEWHERE FOR THE SALE OF THESE, BUT PERHAPS THE RECENT PROPOSAL TO SELL THE AH-1S TO ISRAEL WOULD MAKE THE ATMOSPHERE FOR THE SALE TO JORDAN MORE FAVORABLE. JORDAN HAS BEEN TOLD INFORMALLY IN THE PAST THAT THIS ITEM HAS BEEN APPROVED BY THE EXECUTIVE BRANCH. WE WILL HAVE TO GO TO THE CONGRESS SOON IN ANY EVENT.

(3) INFORM JORDAN THAT WE WILL BE PREPARED TO DISCUSS ITS REQUIREMENTS FOR THE MODERNIZATION OF ARTILLERY AND TARGET ACQUISITION ITEMS (BATTERY COMPUTER SYSTEM, LASER RANGE FINDERS AND NIGHT OBSERVATION DEVICES, AND THE AN/TPQ-37)

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AS SOON AS THEY HAVE REFINED THEIR NEEDS. IN THE MEANTIME, THE US SHOULD PROVIDE PRIORITY ASSISTANCE TO JAF IN REFINING ITS LIST OF THESE ITEMS. IT SHOULD BE MADE CLEAR THAT THIS DOES NOT IMPLY A US COMMITMENT ON THE AVAILABILITY OR RELEASABILITY OF THESE ITEMS, BUT THAT THE US WILL MAKE RELEASABILITY DECISIONS AS SOON AS POSSIBLE AFTER JAF HAS DEFINED EXACTLY WHAT IT NEEDS.

(4) INFORM JORDAN THAT WE WILL BE PREPARED TO RECEIVE LOAS FOR EQUIPMENT TO UPGRADE THE JAF MEDICAL SERVICES WHEN THESE ITEMS CAN BE SPECIFICALLY IDENTIFIED. JAF HAS REQUESTED THE FOLLOWING GENERAL ITEMS IN THIS CATEGORY: 4 MOBILE X-RAY UNITS; 2 MOBILE MEDICAL SERVICE UNITS (MUST); AND 60 ONE AND THREE/QUARTER TON AMBULANCES.

(5) THE WANT LIST INCLUDES A REQUEST FOR THE EMERAD-30 ANTI-AIRCRAFT GUN SYSTEM, AN ITEM WITH WHICH WE ARE UNFAMILIAR, ALTHOUGH WE HAVE HAD A LOOK AT SOME OF THE ADVERTISING MATERIAL DISTRIBUTED BY THE EMERSON CORPORATION. JORDAN IS REQUESTING 165 GUN MOUNTS, PLUS "WEAPON DIRECTORS", AND "FIVE BASE DEFENSE CENTERS", AS PART OF THIS WEAPON SYSTEM. WITHOUT KNOWING MORE ABOUT THE WEAPON, OUR VISCERAL REACTION IS THAT THE USG SHOULD NOT GET INVOLVED IN THIS ONE. WE MIGHT, HOWEVER, TELL THE GOJ THAT WE HAVE NO PROBLEM WITH THE RELEASABILITY OF THE SYSTEM, PROVIDED IT IS INDEPENDENTLY FINANCED AND PURCHASED COMMERCIALY IN KEEPING WITH OUR PRESENT ARMS SALES POLICY TO JORDAN. THE JAF PLANS TO USE THE SYSTEM TO DEFEND FIXED SITES, THEREBY RELEASING THE MOBILE VULCANS FOR USE WITH COMBAT UNITS. WE CANNOT ARGUE WITH THIS CONCEPT, BUT WONDER WHETHER THE JAF CAN HANDLE AND FUND ANOTHER COMPLEX AA SYSTEM SO SOON.

C. ACCELERATED DELIVERY:

(1) I REALIZE THAT THE ACCELERATED DELIVERY OF PROGRAMMED EQUIPMENT IS A MORE DIFFICULT PROBLEM, BUT I BELIEVE WE NEED TO HAVE A GOOD LOOK AT THE POSSIBILITY OF DOING THIS FOR SELF-PROPELLED ARTILLERY, PARTICULARLY THE 8-INCH, M110-A1 HOWITZER. JAF PRESENTLY HAS 28 OF THESE PROGRAMMED; 14 ARE DUE FOR DELIVERY IN 1979 AND ANOTHER 16 IN 1981, ACCORD-

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TO TO OUR RECORDS. DELIVERY TIMES FOR THE 155MM, 109A1B HOWITZER ARE A LESSER, BUT ALSO SERIOUS PROBLEM FOR THE JORDANIANS. EXTENDED DELIVERY TIMES FOR THESE HAVE BEEN A LONG-STANDING DIFFICULTY, ONE THAT I THINK SHOULD HAVE BEEN ALLEVIATED, AT LEAST IN PART, BY THIS TIME. THEY WERE A PROBLEM WHEN I ARRIVED IN AMMAN NEARLY FOUR YEARS AGO. WE NEED TO MAKE A SERIOUS EFFORT IN THIS AREA.

(2) AS FOR THE JORDANIAN AIR FORCE, ASIDE FROM THE CONTINUING PROBLEM OF DISPOSING OF THE F-104'S, WE ARE NAWARE OF ANY PROBLEMS WHICH REQUIRE ADDRESSING AT THIS TIME. IF THE DEPARTMENT OR DEFENSE HAS ANY SUGGESTIONS AS TO WHERE JORDAN MIGHT SELL F-104 ENGINES, SPARE PARTS, OR OTHER ACCESSORIES, THIS WOULD BE HELPFUL.

D. FUNDING:

FINALLY, WE ARE AWARE THAT THE \$10M CUT FROM THE JORDANIAN PROGRAM FOR FY-79 HAS BEEN RESTORED: JORDAN WAS NOT INFORMED OF THESE ACTIONS. JAF IS NOW REFINING ITS FY-79 PROGRAM AND WE SHOULD HAVE IT SHORTLY. OUR PRELIMINARY ASSESSMENT IS THAT THE MAJORITY OF THE EQUIPMENT REQUESTED BY JORDAN ON THE LIST AT HAND CAN BE COVERED BY THE FY 77-79 PROGRAMS. WE ARE, HOWEVER, RESERVING OUR RECOMMENDATIONS ON POSSIBLE ADDITIONS TO FUNDING IN THE CONTEXT OF THE FLEXIBILITY ALLOWED BY LAW BEFORE THE FINAL PROGRAMMING IS PRESENTED TO CONGRESS. WE MAY LATER ALSO WISH TO CONSIDER ADDITIONAL FY-80 FUNDING, BUT THESE RECOMMENDATIONS MUST AWAIT FURTHER STUDY BY JAF.

5. RECOMMEND REPEAT TO SECRETARY'S PARTY FOR ASSISTANT SECRETARY ATHERTON.
PICKERING UNQTE CHRISTOPHER

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